

## Message Text

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ORIGIN AF-10

INFO OCT-01 EUR-12 ISO-00 CIAE-00 DODE-00 PM-05 H-01  
INR-07 L-03 NSAE-00 PA-01 PRS-01 SP-02 SS-15  
DHA-05 IO-13 AID-05 PC-01 EB-08 TRSE-00 OMB-01  
USIE-00 NSCE-00 INRE-00 SSO-00 /091 R

DRAFTED BY AF/C:REGTRIBBIN:LA  
APPROVED BY D: 'CHRISTOPHER  
AF/C: LWALKER  
AF/I:LSHURTLEFF  
AF:RMMOOSE  
AFR/AA:RNOOTER  
D/HA:RMAXIM  
H:ASWIFT  
S/P:HWARD  
AFR/AA:HNORTH

-----013738 180105Z /63

O 180005Z SEP 77  
FM SECSTATE WASHDC  
TO AMEMBASSY BANGUI IMMEDIATE  
INFO AMEMBASSY PARIS IMMEDIATE  
AMEMBASSY LONDON  
AMEMBASSY YAOUNDE  
AMEMBASSY LIBREVILLE  
AMEMBASSY KINSHASA  
AMEMBASSY NAIROBI  
AMEMBASSY ABIDJAN

C O N F I D E N T I A L STATE 224007

E.O. 11652:GDS

TAGS: PFOR, CT, US

SUBJECT: US/CAE RELATIONS

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1. WE HAVE UNDERTAKEN A GOVERNMENT WIDE REVIEW OF OUR  
RELATIONS WITH THE CENTRAL AFRICAN EMPIRE FOLLOWING THE  
JULY DETENTIONS OF TWO JOURNALISTS AND A PEACE CORPS  
VOLUNTEER IN BANGUI. THESE EVENTS FOCUSSED ATTENTION UPON  
THE HUMAN RIGHTS SITUATION IN THE C.A.E. AND ON THE  
POLICIES OF ITS ECCENTRIC EMPEROR. BOKASSA'S ACTIONS  
TOWARD THE DETAINEES AND HIS REPEATED ALLEGATIONS OF USG

PLOTTING HAVE LED US TO REAPPRAISE THE LEVEL OF OUR PROGRAMS AND THE EXTENT OF OUR INVOLVEMENT WITH HIS REGIME. OUR INTENTION IS TO REGISTER THE USG'S SERIOUS CONCERNS WITH THE MISTREATMENT OF AMERICAN CITIZENS IN A MANNER THAT LEAST RISKS PROVOKING RETALIATION AGAINST OUR CITIZENS, THAT MAY MOVE BOKASSA TOWARDS GREATER RESTRAINT IN HIS ACTIONS TOWARDS THE U.S., AND THAT MAY BEGIN TO HAVE A POSITIVE IMPACT ON THE OVERALL HUMAN RIGHTS SITUATION IN THE COUNTRY. NONETHELESS, IT IS IMPORTANT THAT BOKASSA GET THE MESSAGE THAT EGREGIOUS BEHAVIOR IS NOT TOLERABLE AND THAT WE LINK HIS BEHAVIOR TO OUR BILATERAL ACTIVITIES. WE HAVE CAREFULLY CONSIDERED SEVERAL POSSIBLE RESPONSES, TAKING INTO ACCOUNT THE IMPLICATIONS FOR THE LIMITED US POLITICAL, ECONOMIC, AND HUMANITARIAN INTERESTS IN THE C.A.E. AND THE DEGREE TO WHICH OUR RESPONSE WOULD AFFECT THESE INTERESTS. A GENERAL CONSENSUS WAS REACHED ON THE APPROACH DESCRIBED BELOW.

2. UPON RETURN TO POST AMBASSADOR QUANTON SHOULD DISCUSS THE STATUS OF US/CAE RELATIONS WITH THE EMPEROR AND SENIOR GOCAE OFFICIALS INCLUDING THE PRIME MINISTER. IN ADDITION, HE SHOULD MAKE THE FOLLOWING POINTS:

-- THE UNITED STATES HAS TRADITIONALLY ENJOYED FRIENDLY AND COOPERATIVE RELATIONS WITH THE CAE. IT IS OUR HOPE THAT THEY CAN CONTINUE IN THE FUTURE.

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--HOWEVER, THE ARTICLES REPORTING THE TREATMENT OF THE TWO JOURNALISTS AND THE PEACE CORPS VOLUNTEER HAVE FOCUSED MUCH ADVERSE ATTENTION ON THE C.A.E. AND ON THE HUMAN RIGHTS SITUATION THERE. THE NEGATIVE ATMOSPHERE WHICH THIS TREATMENT ENGENDERED HAS EXTENDED TO THE US CONGRESS AND PEOPLE.

--INCIDENTS SUCH AS THE DETENTIONS HAVE HAD AN UNFAVORABLE EFFECT ON OUR BILATERAL RELATIONS AND HAVE MADE IT EXTREMELY DIFFICULT TO SECURE CONGRESSIONAL AND PUBLIC SUPPORT FOR ECONOMIC ASSISTANCE OR CLOSE MUTUALLY BENEFICIAL RELATIONS.

-- THE USG HAS TO TAKE ITS STRONGLY HELD VALUES REGARDING HUMAN RIGHTS, PUBLIC AND CONGRESSIONAL VIEWS INTO ACCOUNT IN FORMULATING ITS POLICIES. IN LIGHT OF THESE CONCERNS THE USG HAS DECIDED TO SUSPEND FURTHER CONSIDERATIONS OF A NUMBER OF BILATERAL PROJECTS WHICH REQUIRE CONGRESSIONAL APPROVAL.

-- THE USG IS CONCERNED WITH HUMAN RIGHTS IN THE C.A.E. AS IT IS IN ALL COUNTRIES OF THE WORLD. WE HAVE TAKEN

NOTE OF THE RECENT IMPERIAL CONSTITUTION. WE WILL BE WATCHING PROGRESS IN ITS IMPLEMENTATION. WE WOULD ALSO HOPE THAT SOME IMPROVEMENT CAN BE MADE IN PRISON CONDITIONS AND THE TREATMENT OF PRISONERS.

-- IN ORDER TO AVOID FUTURE INCIDENTS INVOLVING OUR CITIZENS, WE HOPE THAT THE GOCAE WILL MOVE EXPEDITIOUSLY TO NEGOTIATE A CONSULAR CONVENTION.

3. FOR THE EMBASSY'S INFORMATION AND FOR USE WITH GOCAE OFFICIALS AS APPROPRIATE THE FOLLOWING SPECIFIC DECISIONS HAVE BEEN TAKEN:

4. ALL ONGOING AID PROJECTS (FY 77 DOLLARS 981,000) IN  
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THE CAE WILL BE CONTINUED. DOLLARS 435,000 AND DOLLARS 40,000 IS PROGRAMMED FOR THE OUHAM RURAL HEALTH AND SEED MULTIPLICATION PROJECTS RESPECTIVELY IN FY 78. ALLOCATION OF THE FY 78 SECOND TRANCHE MONIES FOR THE OUHAM PROJECT IS CONTINGENT UPON APPROVAL OF THAT GRANT BY THE INTER-AGENCY COMMITTEE ON HUMAN RIGHTS. A DECISION SHOULD BE FORTHCOMING DURING THE WEEK OF SEPTEMBER 19 AND WILL BE REPORTED SEPARATELY. ALL NEW PROJECTS FOR FY 78 (TOTAL DOLLARS 1.4 MILLION) AND FY 79 (TOTAL DOLLARS 1.5 MILLION) AND THE MINERALS RESOURCE SURVEY (APPROXIMATELY DOLLARS 2-3 MILLION) ARE INDEFINITELY SUSPENDED. AN AID PROGRAM OFFICER WILL NOT BE ASSIGNED TO BANGUI; CAE PROGRAMS WILL CONTINUE TO BE OPERATED FROM YAOUNDE. CONTRACT PERSONNEL FOR THE OUHAM AND SEED PROJECTS WILL BE ASSIGNED AS ENVISAGED. RDO/Y AND AID/W WILL PROVIDE TDY SUPPORT AND SERVICING ON NORMAL BASIS. THE WORLD FOOD PROGRAM  
WILL BE CONTINUED.

5. USIA HAS DECIDED TO DEFER AN EXPANSION OF THE USIS PROGRAM IN BANGUI INCLUDING THE ASSIGNMENT OF A PAO.

6. IN ACCORD WITH THE STATE/PEACE CORPS UNDERSTANDING TO REFRAIN FROM USING THE PEACE CORPS AS A FOREIGN POLICY TOOL, PEACE CORPS PROGRAMS IN THE C.A.E. WILL NOT BE AFFECTED. THUS 73 VOLUNTEERS WILL CONTINUE IN A VARIETY OF EDUCATIONAL AND RURAL DEVELOPMENT TASKS. HOWEVER, DUE TO THE DECISION TO DEFER NEW AID PROGRAMS WHICH HAVE BEEN DESIGNED WITH A PEACE CORPS MANPOWER COMPONENT, REPLANNING THIS PART OF THE PEACE CORPS OPERATION WILL BE NECESSARY.

7. THE INTER-AGENCY COMMITTEE ON HUMAN RIGHTS WILL ALSO  
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CONSIDER A DOLLARS 5.5.MILLION HEALTH LOAN AND A DOLLARS 6.5 MILLION EDUCATION LOAN TO THE GOCAE FROM THE AFRICAN DEVELOPMENT FUND. THESE DECISIONS WILL BE REPORT-ED SEPARATELY.

8. AT THIS TIME THE USG DOES NOT PLAN TO SEND A SPECIAL DELEGATION TO THE DECEMBER 4 CORONATION. THE U.S. WILL BE REPRESENTED BY THE AMBASSADOR. HOWEVER, SHOUL" THERE BE A SIGNIFICANT CHANGE IN THE SITUATION PRIOR TO DECEMBER, THIS DECISION WILL BE REVIEWED AND REPRESENTATION MODIFIED AS NECESSARY.

9. ASSISTANT SECRETARY MOOSE WILL ALSO MAKE POINTS OUTLINED PARA 2 WITH CAE AMBASSADOR MAIDOU DURING WEEK OF SEPTEMBER 26. VANCE

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## Message Attributes

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